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*Committee on Transport and Tourism*

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# **DRAFT REPORT**

on a sustainable future for transport  
(2009/2096(INI))

Committee on Transport and Tourism

Rapporteur: Mathieu Grosch

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on a sustainable future for transport (2009/2096(INI))

*The European Parliament,*

- having regard to the Commission communication entitled ‘A sustainable future for transport: Towards an integrated, technology-led and user friendly system’ (COM(2009)0279),
- having regard to the Presidency conclusions of 17/18 December 2009 on the Commission communication entitled ‘A sustainable future for transport: Towards an integrated, technology-led and user friendly system’ (17692/2009),
- having regard to the Commission White Paper ‘European Transport Policy for 2010: time to decide’ (COM(2001)0370),
- having regard to the Commission’s communication entitled ‘Keep Europe moving – Sustainable mobility for our continent – Mid-term review of the European Commission’s 2001 Transport White Paper’ (COM(2006)0314),
- having regard to the Commission Green Paper ‘Market-based instruments for environment and related policy purposes’ (COM(2007)0140),
- having regard to the Commission’s communication entitled ‘Strategy for the internalisation of external costs’ (COM(2008)0435),
- having regard to the Commission’s communication entitled ‘Greening Transport’ (COM(2008)0433),
- having regard to the Commission’s communication entitled ‘Limiting Global Climate Change to 2 degrees Celsius – The way ahead for 2020 and beyond’ (COM(2007)0002),
- having regard to the Commission Green Paper ‘TEN-V: A policy review – Towards a better integrated Transeuropean transport network at the service of the Common Transport Policy’ (COM(2009)0044),
- having regard to the Commission’s communication entitled ‘Action Plan for the Deployment of Intelligent Transport Systems in Europe’ (COM(2008)0886),
- having regard to the Commission’s communication entitled ‘The EU’s freight transport agenda: Boosting the efficiency, integration and sustainability of freight transport in Europe (COM(2007)0606),
- having regard to the Commission’s communication entitled ‘Freight Transport Logistics in Europe – the key to sustainable mobility’ (COM(2006)0336),
- having regard to the Commission’s communication on Short Sea Shipping (COM(2004)0453),
- having regard to the Commission’s communication on a European Ports Policy

(COM(2007)0616),

- having regard to the Commission’s communication entitled ‘Towards Europe-wide Safer, Cleaner and Efficient Mobility: The First Intelligent Car Report’ (COM(2007)0541),
- having regard to the Commission’s communication entitled ‘European Road Safety Action Programme – Halving the number of road accident victims in the European Union by 2010: A shared responsibility’ (COM(2003)0311),
- having regard to the Commission’s communication entitled ‘European Road Safety Action Programme – Mid-Term Review’ (COM(2006)0074),
- having regard to the Commission Green Paper ‘Towards a new culture for urban mobility’ (COM(2007)0551),
- having regard to the Commission’s communication entitled ‘Action Plan on Urban Mobility’ (COM(2009)0490),
- having regard to its resolution of 12 April 2005 on short sea shipping<sup>1</sup>,
- having regard to its resolution of 29 September 2005 on the European Road Safety Action Programme: Halving the number of road accident victims in the European Union by 2010: A shared responsibility<sup>2</sup>,
- having regard to its resolution of 18 January 2007 on European Road Safety Action Programme — mid-term review<sup>3</sup>,
- having regard to its resolution of 12 July 2007 entitled ‘Keep Europe moving – Sustainable mobility for our continent’<sup>4</sup>,
- having regard to its resolution of 12 July 2007 on the implementation of the first railway package<sup>5</sup>,
- having regard to its resolution of 5 September 2007 on Freight Transport Logistics in Europe – the key to sustainable mobility<sup>6</sup>,
- having regard to its resolution of 11 March 2008 on sustainable European transport policy, taking into account European energy and environment policies<sup>7</sup>,
- having regard to its resolution of 19 June 2008 on the Commission’s communication entitled ‘Towards Europe-wide Safer, Cleaner and Efficient Mobility: The First Intelligent

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<sup>1</sup> OJ C 33E, 9.2.2006, p.142.

<sup>2</sup> OJ C 227E, 21.9.2006, p.609.

<sup>3</sup> OJ C 244E, 18.10.2007, p.220.

<sup>4</sup> OJ C 175E, 10.7.2008, p....

<sup>5</sup> OJ C 175E, 10.7.2008, p....

<sup>6</sup> OJ C 187E, 24.07.2008, p.154.

<sup>7</sup> OJ C 66E, 20.3.2009, p.1.

Car Report'<sup>1</sup>,

- having regard to its resolution of 4 September 2008 on freight transport in Europe<sup>2</sup>,
  - having regard to its resolution of 4 September 2008 on a European ports policy<sup>3</sup>,
  - having regard to its resolution of 11 March 2009 on the greening of transport and the internalisation of external costs<sup>4</sup>,
  - having regard to its resolution of 22 April 2009 on the Green Paper on the future TEN-T policy<sup>5</sup>,
  - having regard to its resolution of 23 April 2009 on the Intelligent Transport Systems Action Plan<sup>6</sup>,
  - having regard to its resolution of 23 April 2009 on an action plan on urban mobility<sup>7</sup>,
  - having regard to Rule 48 of its Rules of Procedure,
  - having regard to the report of the Committee on Transport and Tourism and the opinions of the Committee on the Environment, Public Health and Food Safety, the Committee on Industry, Research and Energy and the Committee on Regional Development (A7-0000/2010),
- A. whereas the transport sector is an important element in the development of the European Union and its regions, one which has a direct influence on the competitiveness and social cohesion of the regions and thereby makes a significant contribution to achieving the European single market,
- B. whereas the transport sector has a major impact on aspects of economic policy and employment policy, given that it represents 10% of the EU's prosperity (as a proportion of gross domestic product) and provides over 10 million jobs,
- C. whereas the transport sector has a considerable impact on people's health and quality of life, and, whilst facilitating people's private and professional mobility, was responsible for 24.6% of total CO<sub>2</sub> emissions in 2006, and whereas this figure has since risen even further and there continues to be insufficient improvement in transport safety, with around 39 000 traffic deaths and some 300 000 serious injuries attributable to road accidents in 2008,
- D. whereas the EU undertook, in the climate change package, to achieve a 20% reduction in greenhouse gas emissions by 2020 compared to 1990, which remains a binding target,
- E. whereas the goals set in the 2001 White Paper have been attained only in part, so that the

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<sup>1</sup> OJ C 286E, 27.11.2009, p.45.

<sup>2</sup> OJ C 295E, 4.12.2009, p.79.

<sup>3</sup> OJ C 295E, 4.12.2009, p.74.

<sup>4</sup> Texts adopted, P6\_TA(2009)0119.

<sup>5</sup> Texts adopted, P6\_TA(2009)0258.

<sup>6</sup> Texts adopted, P6\_TA(2009)0308.

<sup>7</sup> Texts adopted, P6\_TA(2009)0307.

question of whether they should be maintained or reformulated needs to be examined,

- F. whereas problems with transposition, such as late or incorrect transposition, have considerable impact on the effectiveness of European legislation, so that there is an urgent need for action in this regard,
- G. whereas Parliament's work must be consistent, particularly in areas which affect transport policy directly such as, for example, environment, social, employment and economic policy,
- H. whereas the financial and economic crisis has hit the transport sector hard, a situation which should, however, be taken as an opportunity to support and promote the transport industry in a forward-looking way,
- I. whereas transport agencies play an important role in the gradual creation of a European transport area, and whereas the road system, as the most used medium, needs a corresponding structure which will enable it to be more efficient and sustainable,
- J. whereas it is vital for measurable targets to be set for the transport sector, as a way both of monitoring the efficiency of transport policy more effectively and of establishing social and economic planning orientation,
- K. whereas significant developments in research, infrastructure and technology require adjustments to be made to the financial resources and instruments,
- L. whereas the development of society and a wide range of economic sectors results in increased demand in the transport sector, so that all means of transport are vital; whereas, however, these should be measured according to their efficiency in economic, environmental, social and employment policy terms,
- M. whereas, in the future, the sustainable interworking of all modes of transport in the area of passenger and freight transport will be necessary for the creation of secure and logistically consistent transport chains,

### ***Social, economic and environmental challenges***

1. Is convinced that population growth, in particular in cities, will give rise to challenges for transport in terms of safety and capacity, and that the basic right to mobility and the applicability of this right are crucial in this regard; stresses that, in this context, multimodal transport chains and collective transport, inter alia, are the way ahead for urban areas;
2. Considers that increasing demand also results, inter alia, in a strain on capacity and reduced efficiency due to infrastructure problems in the field of freight transport, and that, primarily, comodal use and the safety of transport users and transported goods should therefore be increased;
3. Stresses that decarbonising transport is one of the main challenges of future EU transport policy and that all available, sustainable means should be used in order to achieve this,

such as an energy mix, price formation measures and internalising external costs of all modes of transport, provided that the ensuing revenue is used to improve the sustainability of mobility; underlines that, to this end, the priority development of financial incentives, ruling out any distortions of competition in the process, should be preferred to the imposition of sanctions;

### ***Effective comodality***

4. Finds that the development of passenger and freight transport as a whole raises the issue not of the transfer of traffic but rather of the effective use of the various modes of transport, and that the goal of European transport policy should therefore be effective comodality;
5. Stresses that effective comodality should be measured not only in terms of cost-effectiveness but also according to criteria of environmental protection, social and employment conditions and safety, with attention also being paid to the different possibilities and starting positions of the different modes of transport on the one hand and of the countries and regions on the other;

### ***Completion of the single market***

6. Calls for a regular review of European legislation and its transposition and implementation, with a view to guaranteeing their effectiveness; calls on the Commission consistently to remove the obstacles caused by incorrect or late transposition of European legislation in the Member States;
7. Finds that transport plays an essential role in completing the European Single Market and the freedom of movement of people and goods, and that regulated market opening should be achieved, primarily in rail transport; this complete market opening should be accompanied by other measures aimed at avoiding distortions of competition, inter alia in the social, fiscal and environmental fields;
8. Underlines that transport impacts on social, health and security policy and that, in the context of creating a single transport area, employment conditions and education and training must be harmonised and improved; stresses that the creation of, inter alia, European training centres and EU centres of excellence in the relevant Member States can contribute to promoting the quality of training and the status of transport sector employees, as well as to the mutual recognition of training courses;
9. Considers that effectiveness in transport policy consists in evaluating programmes (such as Galileo and ITS) and then reorienting or further continuing them, as appropriate; sees a consequent need, for example, for a new road traffic safety programme, a mid-term review of NAIADES, implementation of the Open Sky Programme and the continuation of Marco Polo in a simplified form;

### ***European agencies***

10. Is of the view that technical interoperability, European certification and mutual recognition are essential elements of an effectively functioning single market, and that the

enforcement of these should figure more prominently in the tasks of the various agencies;

11. Underlines that 75% of transport is road-based, and that an agency for road transport is therefore needed; calls for such an agency to guarantee people's fundamental right to secure mobility, support new applications (such as Galileo and intelligent transport systems), conduct research programmes and, in addition, be able to take regulatory action if obstacles to the sustainable single market need to be removed;

### ***Research and technology***

12. Emphasises that intelligent systems in transport organisation, such as Galileo and ITS, need support in terms of research as well as in their application, since they lead to considerable environmental improvements due to a reduction in exhaust gases and traffic noise, improve safety by creating solutions to infrastructure bottlenecks and, not least, result in increased energy independence;
13. Stresses that harmonising transport documents in line with the latest communication standards and their multimodal and international applicability can result in a considerable improvement in safety and logistics and a drastic reduction in the administrative burden;

### ***Transport fund and a European transport network***

14. Emphasises that an efficient transport policy requires adequate funding, and that a transport fund might be created using, inter alia, existing funds in the EU budget, part of the structural and cohesion policy funds and PPPs or other financial instruments; such a fund should be used to improve infrastructure, support research and promote the implementation of intelligent transport systems and should be guided by award criteria which take account of environmental, social and security efficiency;
15. Calls for transport policy to be able to promote, inter alia, transport by rail and ship, port policy and public transport by means of financial support which is not measured by competitiveness criteria;
16. Considers that the financial and economic crisis can serve as an opportunity to give targeted support to the field of transport and enable investment in safe, environmentally-friendly and therefore sustainable transport by means of financial assistance;
17. Is convinced that the definition of a European core network within the overall TEN network should be evaluated according to criteria of sustainable development at European and also regional level, and that multimodal platforms remain an essential element of infrastructural supply, since they enable effective interconnections between different modes of transport;
18. Calls for inland waterway transport, inland ports and the multimodal linking of seaports with the hinterland to play a greater role in European transport policy;

### ***Transport in a global context***

19. Stresses that the creation of a European transport area is an important priority which

depends to a large extent on international acceptance under agreements which are yet to be negotiated, particularly in connection with air and ship transport, and that the EU should play an increasingly formative role in the relevant international bodies;

***Measurable targets by 2010***

20. Calls for compliance with clearer, more measurable targets, and therefore proposes the following:

- a 40% reduction in deaths and serious injuries on the roads from 2010 to 2020,
- a doubling of the number of bus and rail users in urban areas by 2020,
- a 20% reduction in CO<sub>2</sub> exhaust emissions from road traffic compared with 2010, to be achieved through suitable innovations and avoiding unladen journeys,
- a 20% reduction in the electricity used by rail vehicles compared with 2010,
- starting from 2011, fitting an ERTMS-compatible system to all new railway rolling stock and link lines,
- a 20% reduction in pollution caused by aircraft throughout EU airspace by 2020,
- financial support for the creation of multimodal connections (platforms) for inland waterway transport, and a 20% increase in the number of such platforms, by 2020,

21. Instructs its President to forward this resolution to the Council and the Commission.

## EXPLANATORY STATEMENT

The transport sector is extremely important for the development of the European Single Market. It will enable Europe-wide freedom of movement for EU citizens and for goods. It is also an essential element of the development of the EU and its regions and has a direct influence on the social cohesion of the regions. For this reason, transport policy must not be regarded as being dissociated from other policy areas. The transport sector represents 10% of the EU's prosperity (as a proportion of gross domestic product) and provides over 10 million jobs; however, it also produces around 25% of total CO<sub>2</sub> emissions. This shows that the transport sector is directly linked to regional, environment, economic, social and employment policy.

The tremendous significance of the transport sector means that it is vital to take stock of past experience when preparing for the White Paper which will lay down guidelines for European transport policy in the next 10 years. The 2001 White Paper set a number of targets, for example the transfer of passenger and freight transport from road to rail and ship and halving the number of traffic deaths on the roads by 2010. Although the European Parliament has adopted a large number of legislative measures in the form of regulations and directives in the past 10 years, the targets were only partly achieved. The rapporteur considers that this is also due to problems with transposition in some countries. This is because of:

- deadlines for transposition which are too long, for example in the case of the Driving Licence Directive, complete application of which is not required until 2033,
- additional requirements stipulated by some Member States, which complicate existing rules unnecessarily,
- failure to transpose, or incorrect transposition,
- insufficient monitoring of application by Member States and the lack of a harmonised catalogue of serious breaches.

These past and present problems with transposition must, in the view of the rapporteur, be avoided in future by means of more stringent monitoring.

In addition, the rapporteur is convinced of the importance of coherence, above all in the work done by Parliament. The following examples show the lack of coherence which can sometimes be found in European legislation:

- One of the foundations of transport policy was, inter alia, the promotion of short sea shipping. The decisions of the Climate Change Package of December 2008 could, however, result in the transfer of traffic from the water to the roads if there is an excessive increase in fuel costs.
- Whilst the Euro-VI standards result in lower particulate emissions, they also lead to increased fuel consumption. This is clearly not in line with the requirements of climate protection.
- It is equally inconsistent to keep reiterating the importance of investment in TEN whilst at the same time reducing precisely this funding (50% below the minimum recommendations).

This lack of consistency must be avoided in future by means of thorough assessments of effectiveness taking into account not only economic effects but also the impact on the environment, the labour market and social aspects.

The transport sector is facing major challenges. One of these is the growing and increasingly ageing population. The rapporteur is convinced that increasing population numbers result in serious problems in terms of safety and capacity, since everybody has a fundamental right to benefit from professional and private mobility. This problem affects urban mobility in particular. Fulfilling this right to mobility entails laying down safety standards and ensuring these are complied with when funding is awarded. Transport policy must, above all, guarantee the safety of passengers and of less protected and passive transport users. Adaptation of infrastructure is important in this regard, for example adapting road design for motorcyclists and cyclists.

The attractiveness of sustainable transport links also needs to be improved, for example by means of 'one-tickets', on-line booking, better coordination of timetables in order to simplify changes between means of transport, a passenger rights charter for all modes of transport and price formation measures which, however, respect the subsidiarity of Member States.

The rapporteur sees the increased demand in the freight transport sector as another challenge. In this sector, comodal solutions are required which result in the increased safety of transport users and goods. The creation of a sufficient number of secure parking areas and a tracking system for goods are also important in this context.

Considerations of efficiency should play a key role in future if the challenges facing passenger and freight transport are to be tackled in the long term. The challenges for transport policy result from the tension between economic, social, health and environmental aspects, as well as safety. The rapporteur considers that there should not be straightforward competition between individual modes of transport in future. On the contrary, they should complement each other, on the basis of evidence of improved efficiency in all areas. The principle of modal shift has become obsolete, as technological developments have resulted in such great differences between modes of transport that rail or water-borne transport is not always more environmentally friendly than road transport. 'Effective comodality' should be the way ahead, since it is based not on competition between individual modes of transport but on complementarity subjected to a stringent assessment of effectiveness. According to the assessment, all proposed legislation must be examined in advance to check its effectiveness in terms of economic, environmental, social and safety aspects.

An evaluation of effectiveness should consider not only the different starting points of each mode of transport but also the geographical characteristics and the development of transport and mobility in the regions concerned. The promotion or burdening of certain modes of transport must be measured against the criterion of effectiveness, in conformity with regional development concepts.

The burden on health and the environment caused by transport is another, substantial challenge, especially in the context of the fight against climate change. Decarbonising transport is a significant political goal in this regard and should be tackled with greater commitment in the future. All means which are objectively possible should be applied to attaining this goal. In this context the possibility of internalising external costs needs to be stressed. However, this can make a significant contribution to reducing exhaust gases, noise and also transport bottlenecks only if two conditions are met: internalising the external costs must cover all modes of transport, and the revenue must be used to improve infrastructure sustainability.

Another challenge concerns the European Single Market. This must be completed. Rail transport, above all, must achieve complete market opening in the future. Obstacles to this, such as incorrect or late transposition of European legislation by Member States or practical obstacles such as overly expensive certification of railways, must be removed as soon as possible. Such obstacles often result from pure protectionism.

Instead, technical coordination and interoperability should be encouraged. The role of the agencies, which have the task of implementing these measures, should be reinforced in this regard.

The rapporteur also stresses the significance of intelligent systems in transport organisation. ITSs must be promoted, as they increase safety and encourage environmentally friendly mobility behaviour. They contribute to a reduction in pollution caused by transport and in noise and encourage energy independence.

However, the effectiveness of European policies also depends on the extent to which Member States are prepared to surrender their national prerogatives in favour of European or even international regulations. This applies to taxation and social policy and to social provisions with regard to all modes of transport. The rapporteur therefore considers that, in the context of a single transport area, there is also a need to create uniform, high-quality employment conditions. This would also mean harmonising education and training. The EU should give all countries the opportunity to create centres of excellence both to reinforce research centres and to improve training standards. This will also contribute to increasing mutual recognition of training programmes.

If the EU is to have a greater say in establishing infrastructure which is lacking or urgently-needed improvements to infrastructure which is part of the European network, more funding must be made available. A transport fund could be set up using existing funding for transport and part of the regional policy funds. Such an increase in transport funding might provide the incentive for undertaking infrastructure work which is needed for specific modes of transport or is required 'in the European interest'.

In addition, the effects of the financial and economic crisis on the transport sector should not be overlooked, above all because the sector clearly reacted very strongly to the crisis. The rapporteur considers that the crisis should be seen as an opportunity to give targeted support to transport in the future. Investment should be encouraged by means of financial assistance which not only guarantees swift help but also improves environmental performance and safety, and which can therefore make the transport sector sustainable. Not only national instruments but, primarily, instruments at European policy level need to be developed in order to overcome such crises.

The rapporteur is also convinced of the need to create a European core network within the overall TEN network which should be evaluated according to criteria of sustainable development at European and also regional level. These should contain multimodal platforms which would promote sustainable transport in an effective way through the use of suitable logistics devices contained in the nodes to enable sustainable connections between the various modes of transport.

The rapporteur considers that there is a pressing need for a definition of clear and measurable targets. This would make it easier to review effectiveness in the transport sector, and it would also provide social and economic planning orientation.

Finally, the programmes drawn up for transport need to be reviewed. Transport policy is only effective if its programmes are evaluated and then reoriented or further continued, as appropriate. For example, there is a need for a new road traffic safety programme, a mid-term review of NAIADES and implementation of the Open Sky and Marco Polo programmes.