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on the ‘Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system’
(2011/2096(INI))

Committee on Transport and Tourism

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on the ‘Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system’ (2011/2096(INI))

The European Parliament,

- having regard to the Commission White Paper ‘Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system’ (COM(2011)0144),
- having regard to its resolution of 12 February 2003 on the Commission White Paper ‘European transport policy for 2010: time to decide’¹,
- having regard to its resolution of 12 July 2007 on ‘Keeping Europe moving – Sustainable mobility for our continent’²,
- having regard to its resolution of 6 July 2010 on a sustainable future for transport³,
- having regard to its resolution of 21 October 2010 on the Integrated Maritime Policy (IMP) – evaluation of progress made and new challenges⁴,
- having regard to its resolution of 6 July 2011 on aviation security, with a special focus on security scanners⁵
- having regard to its resolution of 2011 on European road safety 2011-2020⁶,
- having regard to its resolution of 5 July 2011 on the Commission's fifth Cohesion Report and the strategy for post-2013 cohesion policy⁷,
- having regard to the Commission communication entitled ‘Action Plan on Urban Mobility’ (COM(2009)0490),
- having regard to the EU 2020 Strategy,
- having regard to the Community acquis in the field of transport,
- 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 (A7-0000/2011),

¹ OJ C 43 E, 19.2.2004, p. 250-259.

² OJ C 175 E, 10.7.2008, p. 556-561.

³ Texts adopted, P7_TA(2010)0260.

⁴ Texts adopted, P7_TA(2011)0386.

⁵ Texts adopted, P7_TA(2011)0329.

⁶ Texts adopted, P7_TA(2011)0000 – Report A7-0264/2011 – Agenda September I.

⁷ Texts adopted, P7_TA(2011)0316.

- A. whereas European transport policy directly affects EU citizens in many situations in daily life, and a Single European Transport Area benefits them;
 - B. whereas the transport sector is of major importance for the development of the European Union, its regions and its towns, as it accounts for some 5% of GDP, provides some 10 million jobs and is thus decisive for Europe's position as an industrial and economic centre;
 - C. whereas transport can make a significant contribution to the EU 2020 Strategy, particularly with regard to employment, research, energy, innovation and the environment, bearing in mind that safety and environmental protection must be promoted more consistently under the strategy;
 - D. whereas certain goals of the last White Paper were not reached, and the goals set should therefore be regularly checked and assessed;
 - E. whereas carriers should not be competitors, but should complement one another in a context of efficient co-modality, under the guiding principle of an efficient modal distribution of carriers;
 - F. whereas the transport sector is subject to many 'frontier effects', which can often be easily remedied and should therefore all be reduced;
 - G. whereas the liberalisation of transport markets should go hand in hand with quality services, training and employment;
 - H. whereas the EU should set coherent standards for all carriers, with particular regard to safety, technology, environmental protection and working conditions, in order to call for them at global level also;
1. Welcomes the 2011 White Paper, but notes that major goals of the 2001 White Paper were reached either only in part or not at all, and proposes:
 - that, by 2013, the Commission should make specific proposals, on the basis of the report on European road safety 2011-2020, to reduce the number of deaths and severe injuries on the roads by 50% in relation to 2010;
 - that, by 2014, a proposal should be submitted to provide for the internalisation of the external costs of all modes of transport, whilst avoiding double charging and market distortions, in order to increase investments in mobility, safety and research;
 2. Approves the goals set in the White Paper for 2050, but considers that more specific provisions are required for the period until 2020 with regard to funding – in view of the economic situation of individual Member States – and the general challenges facing transport in the field of energy and the environment, and therefore calls on the Commission to draw up legal rules to reach the following goals by 2020 (in relation to 2010 reference figures):
 - a 20% reduction in carbon dioxide emissions from road transport,

- a 20% reduction in noise and energy consumption for rail transport,
 - a 30% reduction in carbon dioxide emissions from air transport across European airspace,
 - a uniform 30% reduction in carbon dioxide emissions and pollutants in shipping, and calls for these goals to be considered priorities, which should therefore be checked every year;
3. Stresses that the completion of the European internal transport market should be aimed for, without neglecting economic, employment and social aspects, and calls on the Commission to ensure that proposals on liberalising the airport, rail, road, and other markets do not lead to social dumping or private monopolies;
 4. Stresses that efficient co-modality in passenger and goods transport – measured in terms of economic efficiency, environmental protection, social and employment conditions and safety aspects, and geared to existing and planned infrastructure in individual countries and regions – should be the guiding idea for future transport policy, and that these parameters should be used to determine modal distribution in countries and regions rather than retaining the proposed 300 km threshold for goods transport by road;
 5. Stresses that the TEN-T concept should provide for a limited number of projects with higher levels of funding, and that:
 - Member States should commit themselves to eliminate the 25 known bottlenecks in the European transport area by 2020, to prioritise cross-border projects and to submit an approved funding plan by 2015;
 - the Commission should commit itself to propose to Member States that its direct funding for such projects should amount to at least 30% of total investments in coordination with regional policy;
 - the Commission should commit itself to support alternative funding models and instruments, including project bonds, and to provide for increased use of that revenue to fund TEN-T projects when making proposals to internalise external costs;
 - the definition of priorities should be seen in close connection with the conditions for using regional structural funds and the Member States should be obliged to guarantee funding for these projects beyond the end of the EU's multi-annual programmes;
 - project priorities should only be maintained after 2015 if the Member States have taken binding decisions which ensure the implementation of the projects;
 6. Highlights that the same safety standards should apply to all kinds of passenger and goods transport at EU level and calls for a proposal to fund safety obligations, bearing in mind that, particularly in the case of maritime and air transport, international coordination is a prerequisite, and that current rules should be reviewed and/or replaced by 2015;
 7. Stresses the importance of alternative and renewable energies for transport and highlights that the set goals could be reached using an energy mix and existing methods for saving energy, accompanied by the requisite infrastructure;

8. Requests, by 2015, a proposal on urban mobility in which, whilst respecting the principle of subsidiarity, support for projects is made conditional upon the submission of urban mobility plans which provide for efficient passenger and goods logistics chains, contribute to a reduction in traffic volumes and environmental pollution (atmospheric pollution and noise), comply with the standards of European transport policy and are coherent with regard to surrounding towns and regions;
9. Stresses that the behaviour of transport users is decisive and calls for the creation of incentives to choose sustainable means of transport, where proposals should be made by 2013 to develop infrastructure for pedestrians and cyclists in towns, to double the number of passengers on public transport, which mainly uses alternative sources of energy, and to establish e-tickets for multi-modal travel, and where pricing policy should be considered as an incentive;
10. Believes that the basic rules on passenger rights should be laid down in a Charter of Passengers' Rights for all forms of transport, and therefore expects, by 2013, such a proposal which takes into account the specific characteristics of carriers and past experience;
11. Calls for a research and development programme which is specifically aimed at mobility to be established and financially supported, with the aim of:
 - maintaining the EU as a production and research centre for all forms of transport,
 - creating intelligent, interoperational and linked systems for transport guidance, supporting SESAR, Galileo, ERTMS, PIDS, SafeSeaNet, LRIT und ITS and providing the required funding;
12. Considers that bureaucratic hurdles should be reduced for all forms of transport and calls, therefore, for the increased harmonisation of transport documents, particularly for goods transport by road, and for the submission, by 2013, of a proposal on the standardisation of freight documents;
13. Stresses the need for the improvement and standardisation of control devices, such as speed cameras, on-board units and communications systems and media, and calls for the submission, by 2013, of a proposal for the mutual recognition and interoperability of such devices;
14. Highlights the fact that direct improvements to, and the standardisation of, loading units and the dimensions of transport vehicles would optimise multi-modal transport;
15. Calls, with regard to road transport, for:
 - another review of the rules on driving and rest times for passenger and goods transport, and the implementation thereof, by 2014,
 - a 40% increase in the number of parking spaces for heavy goods vehicles on the Trans-European Road Network (TERN) in each Member State compared with 2010 figures,

- the Commission to support Member State initiatives to create a safe and environmentally friendly fleet by means of tax incentives,
- an improvement in the initial and further training of persons employed in the transport sector, and in access to those professions, in order to harmonise working conditions and salaries;

16. Calls, with regard to shipping, for:

- a proposal on the 'Blue Belt',
- continuing support for the NAIADES programme, with an assessment of its success to be carried out in 2013, following its expiry, and its retention to be considered, if appropriate,
- a proposal on a 20% increase in the number of multi-modal connections (platforms) for inland waterways, inland ports and rail transport by 2020, compared with 2010 figures, and corresponding financial support,
- the dedication of at least 10% of TEN-T funding to inland waterway projects;
- the harmonisation of training in shipping with an international standard by 2012, in view of the international nature of maritime transport, and the submission of a proposal on the mutual recognition of framework conditions on training for port workers before the end of 2013,
- the Commission to submit a proposal for rules governing port services by 2014;

17. Calls, with regard to air transport, for:

- a proposal, by 2015, on the creation of a single European airspace by further reducing functional airspace blocks, with the Member States also being called upon to promote the implementation of the single European airspace,
- service quality, and coordination with international standards, to be prioritised in further proposals on market liberalisation,
- the Member States to implement the European trade in emissions certificates by 2012, with reference also to international agreements;

18. Calls, with regard to rail transport, for:

- the Commission to take Member States' commitments in relation to local public transport and existing service levels into account when liberalising markets, with the aim of improving current service levels,
- a harmonisation of the rules on vehicle registration by 2015, so that the certification of rolling stock may not take longer than two months, and relevant changes to the responsibilities of the European Railway Agency and its funding by 2012,

- the independence and strengthening of national regulatory authorities, in the interest of more efficient railways, and the submission, by 2014, of a Commission proposal to establish a European regulatory authority;

19. Calls on the Commission to annually assess the goals of the White Paper, progress made, and results, and to report to Parliament in this respect;

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

EXPLANATORY STATEMENT

Transport is very important for EU citizens because it defines mobility. EU citizens are the beneficiaries of the European transport area, as it helps them to be mobile in all situations in daily life, allowing them to benefit from their right to free movement across Europe for professional and private purposes. On average, 13.2% of the budget of private households is spent on transport goods and services. Furthermore, passenger and goods transport provides jobs for many Europeans and serves the completion of the European internal market, as it accounts for some 5% of EU wealth (in terms of GDP) and employs over 10 million Europeans.

Transport is an important factor for towns and regions, as it not only connects towns and regions but also contributes to the EU's status as a research and innovation centre and is therefore an important factor for the development of the EU and its regions, with immediate influence on the social cohesion of the regions. The creation of a Single European Transport Area as a goal of the future European transport policy is thus directly linked to regional, environmental, economic, social, and employment policy. Owing to this link, the transport sector can make a significant contribution to the EU 2020 Strategy.

I am amazed that the Member States underestimate the European added value of transport policy and obstruct it by implementing directives incorrectly or late. I am also surprised that, in these times of economic crisis, there are not more initiatives for investment to accelerate the development of TEN-Ts, as they constitute sustainable infrastructure which creates jobs and stimulates the economy.

1. Coherent and specific goals for 2020

The aim of this 2011 White Paper should be to determine coherent and efficient goals, whilst learning from the mistakes of the past. The past has shown that, whilst the transport sector has partly created better working conditions and the market has continued to be liberalised in the road transport sector, for example, many of the goals laid down in the 2001 White Paper have not been reached. Whether this is due to the Member States' lack of willingness to define ambitious goals, to implementation, to checks or to entirely different factors, is open to debate. What is important is that we should avoid such a situation in future. Firstly, we should do this by not setting new, arbitrary goals, but by reviewing the old goals and either keeping them, abandoning them or redefining them. Two of the goals which should be retained are the 50% reduction in the number of deaths and severe injuries on the road and the internalisation of the external costs of all forms of transport. Furthermore, these goals should now be reviewed regularly, and not merely as part of the mid-term review.

Furthermore, it is also important to determine the date by which these goals should be reached, allowing progress to be assessed. The goals laid down in the new White Paper mainly refer to the period until 2050 and/or 2030. I approve these long-term goals, but would stress that it cannot be foreseen how fast innovation, technology and the economic situation of Member States will develop until then, and which new challenges European transport policy will have to face by 2050. This is why I would propose specific goals for 2020 for all carriers which concord with other areas of policy, and call for goals to be reviewed annually.

2. EU standards for a Single European Transport Area

In order for the internal transport market to be completed, certain basic preconditions should be laid down. This would tackle existing challenges and aim towards a harmonisation of rules applying to transport. Furthermore, this would reduce frontier effects, which are frequently easy to abolish.

a) Safety

Safety is one of the most important pillars of European transport policy, and compliance with safety rules is an important pre-condition for the creation of a single European transport area.

For road traffic, the ‘zero vision’ is a long-term goal, and the goal of a 50% reduction by 2020 in the number of deaths and severe injuries on the roads should be maintained. The measures laid down in the Report on European road safety 2011-2020 should be taken up by the Commission and included in its proposals.

However, safety standards should be applicable Europe-wide to all other carriers, and not just to road transport. For air and sea transport in particular, owing to their international nature, these standards should also be coordinated with global standards. Furthermore, clear standards should be laid down on funding for safety requirements.

Safe passenger and goods transport chains are indispensable. The goal here is ‘one-stop security’, which allows for a single safety check for passengers and goods, even on international journeys. I would stress that fair information is of great importance in this context. Particularly with regard to the technical requirements for safety measures, the Commission should work closely together with Parliament and ensure that information is correct and that the feasibility of these measures is coordinated with Member States so that realistic standards can be set and implemented on time.

b) Energy and the environment

The current challenges of European transport policy also concern environmental and energy problems. European standards which are laid down should promote a single European transport area.

The de-carbonisation of transport continues to be an important political goal. Clear standards should be set for all carriers, and relevant incentives should be created to ensure that all forms of transport increase their sustainability. The assessment of the sustainability of forms of transport should be based on objective criteria which include not only their use, but also their entire ‘footprint’, from creation and required infrastructure to disposal.

The internalisation of external costs could make a major contribution to the sustainability of carriers by reducing exhaust gases and bottlenecks, but only if the internalisation of external costs applies to all carriers and revenue is re-invested in the sustainability of mobility, transport and infrastructure. The provisions on the Eurovignette, including the requirement that 15% of revenue must be re-invested, and the provisions on the European Emissions Trading System (ETS) for air transport were steps in the right direction. However, they are not ambitious enough, particularly since the Eurovignette Directive is not even mandatory.

Given that transport is dependent on oil, alternative and renewable energies should gain ever greater importance. However, it should be noted that the European Parliament should be technology-neutral, as each source of alternative energy has specific characteristics and bears certain advantages and disadvantages. Whether electric or hydrogen-powered vehicles, biofuels, synthetic fuels, LPG or biogas are used or can be used depends on the form of transport and Member States themselves. In my opinion, only a mix of energy sources can provide realistic and sustainable solutions. However, all carriers should pay greater attention to energy saving solutions which are available today, such as driving style, supported by relevant initial and further training, the speedy creation of functional air space blocks, landing and take-off options and mobility plans which give greater space to buses, trams, etc. Energy saving can provide significant results even today.

When considering alternative energy sources, we should not forget the issue of creating the necessary infrastructure. That is why it is particularly important to create incentives to develop the relevant infrastructure. Sustainable solutions will not become reality if they are prohibitively expensive for normal consumers and the necessary infrastructure is lacking. Coherence between the standards laid down under different areas of policy is particularly important. In order to achieve harmonisation, standards on energy and environmental protection should follow the guidelines of European transport policy, and vice versa.

c) Employment and social conditions

The harmonisation of working and social conditions for employees in the transport sector is an important condition ensuring the proper functioning of the European internal transport market.

The harmonisation of initial and further training, job access and working conditions for all carriers will, in the long term, lead to a harmonisation of salaries and prevent social dumping and distortions to competition. The mutual recognition of initial and further training plays a decisive role in this respect. For sea transport, regard should be had to international coordination.

Commission proposals on issues such as the liberalisation of port services and ground handling services, and any other market liberalisation, should also promote the harmonisation of employment and social rules, and focus on service quality.

With regard to road transport, the rules on driving and rest times should again be reviewed, and strict controls which take specific circumstances into account should be made possible. Parking spaces for heavy goods vehicles should be made safer, and their number should be increased Europe-wide in order to allow professional heavy goods vehicle drivers to comply with the rules on rest times. There should be greater harmonisation of the implementation of the directive in the Member States, the number of checks, and enforcement.

For all forms of transport, quality of training should be seen as the basis for ensuring safety both for employees and transport users.

d) Administrative simplification

On Member State borders in particular, carriers come across obstacles which could in many cases be removed simply. These ‘frontier effects’ are particularly common in border areas.

There are often bilateral agreements between states to solve specific problems, but European rules are needed in such cases also. For example, there are 6 000 different rules in the EU on the registration of railway vehicles, and the approval of such vehicles can take years. These rules, whose rationale is often protectionism, prevent European railway undertakings from offering their services in other countries, and should therefore be reduced. The situation is untenable. I therefore suggest that the rules on railway vehicle registration should be harmonised, and that the length of the registration procedure should be brought down to two months. In order to effectively combat frontier effects, the European Railway Agency also needs the requisite competences.

Control devices also need to be standardised across the EU. It is not right that police cannot use control devices on the border with a neighbouring country as they have not been calibrated in that country. An inventory is therefore necessary in this field, followed by a Commission proposal on standardisation.

The harmonisation of transport documents would make all forms of transport more efficient. E-freight in particular would considerably reduce administrative obstacles and accelerate transport.

e) Global factor

As a precursor, the EU should enforce the rules on safety, environmental protection, energy and technology at global level. However, that will only be possible if an agreement on harmonisation and standardisation across the 27 Member States is reached and then successfully implemented. Only if Europe speaks with a single voice can it defend its rules. This is a problem even today, as shown by the following examples. ETS, which is due to be introduced in 2012, shows how strong international opposition is. The slow progress of ERMTS use also shows how hesitant Member States are. Finally, the aviation agreement with the USA, which contains insufficient provisions on the harmonisation of rules, mutual recognition and technical support, is a good example of the challenges which the EU must overcome at international level.

3. Efficient co-modality as the guiding idea for future European transport policy

The European transport area will have to face severe capacity problems for goods and passenger transport. Between 2005 and 2030, it is projected that goods transport will rise by some 40% and passenger transport by some 34%. This shows how urgently we need European solutions. These solutions can be found in the concept of efficient co-modality. In my opinion, given the capacity problems, carriers should not compete but complement each other in the framework of efficient co-modality. This pays equal attention to economic, environmental, social, and safety aspects and assesses efficiency, taking into account the different initial situation of forms of transport, geographic conditions and transport and mobility developments in each region. This should be made the guiding idea of future transport policy, instead of keeping to the 300 km threshold for the entire European transport area, as proposed by the Commission. The Commission plans that 30% of road freight over distances greater than 300 km should shift to other carriers such as rail transport or shipping by 2030. This should not be retained, but a certain distance threshold could be used as a guideline, provided that the Member States and regions determine this threshold in line with their current and future capacity.

Co-modality is also improved if loading units are adapted and no volume is lost when reloading from one form of transport to another. This requires a harmonisation of loading units and a corresponding change to the dimensions of vehicles.

4. TEN-Ts and funding

TEN-Ts are of great importance to European transport policy, and their efficiency and feasibility should therefore be increased. This can be done by limiting the number of projects and providing increased funding. A modest core network with guaranteed funding, to be assessed in line with sustainable development criteria at European and regional level, will promote progress especially in those areas where it is currently slow (particularly in border areas). After priority projects have been defined, I think that their priority status should only be maintained if Member States issue binding decisions which significantly promote the completion of the projects. This is the only way of ensuring that the core network is completed as fast as possible and of preventing the continuing existence of projects which have little chance of being completed.

Frequently, no progress is made on projects because there is no funding. I would therefore call for Member States to submit a funding concept by 2015 to eliminate 25 known bottlenecks.

Furthermore, the definition of priorities should be seen in close connection with the conditions for using regional structural funds, and the Member States should be obliged to guarantee funding for these projects beyond the end of the EU's multi-annual programmes.

I also consider that the Commission should directly fund these projects at a rate of at least 30% of total investments, and that it should support alternative funding models and instruments and project bonds. These can be implemented in close cooperation with European financial institutions. The Marguerite Fund is a good example for this. An alternative funding instrument could be created in connection with the internalisation of external costs if the revenue were increasingly used to fund TEN-T projects. This would also create an incentive for public-private partnerships. A secure flow of money would provide planning dependability and thus make investments in TEN-T projects more attractive for private businesses.

5. Urban mobility

There is an acute need to take action in towns, as the population in conurbations is increasing, which will lead to increasing traffic, noise and air pollution.

In order to address these problems, towns should establish sustainable mobility plans, and financial support for projects should be made dependent upon the submission of such plans. Under the principle of subsidiarity, towns will, of course, decide themselves what urban projects to plan, but these projects will have to comply with the standards of European transport policy, meaning that they will have to provide for efficient multi-modal passenger and goods logistics chains which reduce not only traffic in towns but also environmental impact. For this reason, mobility plans will also have to provide for increased infrastructure for pedestrians and cyclists and lead to the doubling of the number of public transport users.

Bus and tram transport in particular can significantly contribute to efficient co-modality in urban, suburban and regional transport, provided that the requisite infrastructure is adapted or made available.

Furthermore, attention should be paid to the issue of coherence between the mobility plans of individual towns and regions, ensuring that they are coordinated with those of neighbouring towns and regions, even those located in other Member States.

In towns and their surrounding area, a safe, attractive and reliable transport system is required, where carriers are coordinated and multi-modal travel is possible. The price of tickets, the existence of e-tickets which can be booked online, and passenger rights are also important, since they have an influence on the choice of carrier.

6. Research and innovation

Research and innovation are particularly important in the transport sector, as the transport systems they develop reduce environmental impact, increase safety, and can also ensure a continuous flow of traffic. They also promote the EU's status as a centre for production and research.

I therefore call for a research and development programme which is specifically aimed at mobility to be established and financially supported in order to create intelligent, interoperational and linked systems for transport guidance for all forms of transport, such as SESAR, Galileo, ERTMS, PIDS, SafeSeaNet and ITS.