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# **DRAFT REPORT**

on the new EU urban mobility framework  
(2022/2023(INI))

Committee on Transport and Tourism

Rapporteur: Andrey Novakov

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on the new EU urban mobility framework (2022/2023(INI))

*The European Parliament,*

- having regard to the Treaty on the Functioning of the European Union (TFEU), in particular Title XVIII thereof,
- having regard to the Commission communication of 14 December 2021 entitled ‘The New EU Urban Mobility Framework’ (COM(2021)0811),
- having regard to the Commission proposal of 14 December 2021 on Union guidelines for the development of the trans-European network (COM(2021)0812), and in particular Recital 52 and Article 40 thereof on urban nodes requirements,
- having regard to the ‘Fit for 55’ Commission package of 14 July 2021 on delivering the European Green Deal,
- having regard to the 2013 urban mobility package and the evaluation thereof (SWD(2021)0048),
- having regard to Regulation (EU) 2021/1153 of the European Parliament and of the Council of 7 July 2021 establishing the Connecting Europe Facility<sup>1</sup>,
- having regard to Regulation (EU) 2021/1060 of the European Parliament and of the Council of 24 June 2021 laying down common provisions on the European Regional Development Fund, the European Social Fund Plus, the Cohesion Fund, the Just Transition Fund and the European Maritime, Fisheries and Aquaculture Fund and financial rules for those and for the Asylum, Migration and Integration Fund, the Internal Security Fund and the Instrument for Financial Support for Border Management and Visa Policy<sup>2</sup> (the Common Provisions Regulation),
- having regard to Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund<sup>3</sup>,
- having regard to Regulation (EU) 2021/1059 of the European Parliament and of the Council of 24 June 2021 on specific provisions for the European territorial cooperation goal (Interreg) supported by the European Regional Development Fund and external financing instruments<sup>4</sup>,
- having regard to Regulation (EU) 2021/241 of the European Parliament and of the

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<sup>1</sup> OJ L 249, 14.7.2021, p. 38.

<sup>2</sup> OJ L 231, 30.6.2021, p. 159.

<sup>3</sup> OJ L 231, 30.6.2021, p. 60.

<sup>4</sup> OJ L 231, 30.6.2021, p. 94.

- Council of 12 February 2021 establishing the Recovery and Resilience Facility<sup>5</sup>,
- having regard to the Digital Europe Programme,
  - having regard to the Commission communication of 30 June 2021 entitled ‘A long-term Vision for the EU’s Rural Areas – Towards stronger, connected, resilient and prosperous rural areas by 2040’ (COM(2021)0345),
  - having regard to the Commission communication of 3 March 2021 entitled ‘Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030’ (COM(2021)0101),
  - having regard to the New Leipzig Charter on the transformative power of cities for the common good, adopted at the Informal Ministerial Meetings on 30 November 2020,
  - having regard to the Pact of Amsterdam establishing the Urban Agenda for the EU, agreed by the EU ministers responsible for urban matters on 30 May 2016,
  - having regard to the UN Agenda 2030 for Sustainable Development, in particular Sustainable Development Goal 11 on sustainable cities and communities,
  - having regard to its resolution of 15 February 2022 on the challenges for urban areas in the post-COVID-19 era<sup>6</sup>,
  - having regard to its resolution of 6 October 2021 on the EU Road Safety Policy Framework 2021-2030 – Recommendations on next steps towards ‘Vision Zero’<sup>7</sup>,
  - having regard to its resolution of 3 July 2018 on the role of cities in the institutional framework of the Union<sup>8</sup>,
  - having regard to its resolution of 13 March 2018 on the role of EU regions and cities in implementing the COP 21 Paris Agreement on climate change<sup>9</sup>,
  - having regard to its resolution of 9 September 2015 on the urban dimension of EU policies<sup>10</sup>,
  - having regard to Rule 54 of its Rules of Procedure,
  - having regard to the opinion of the Committee on Regional Development,
  - having regard to the report of the Committee on Transport and Tourism (A9-0000/2022),
- A. whereas the Commission proposal on amending the Trans-European Transport Network (TEN-T) aims at building an EU-wide sustainable, effective and multimodal transport

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<sup>5</sup> OJ L 57, 18.2.2021, p. 17.

<sup>6</sup> OJ C 342, 6.9.2022, p. 2.

<sup>7</sup> OJ C 132, 24.3.2022, p. 45.

<sup>8</sup> OJ C 118, 8.4.2020, p. 2.

<sup>9</sup> OJ C 162, 10.5.2019, p. 31.

<sup>10</sup> OJ C 316, 22.9.2017, p. 124.

- network, including the development of sustainable urban mobility plans for cities;
- B. whereas the Horizon Europe Framework Programme will provide EUR 359.3 million over the period 2021-2023 for its mission on climate-neutral and smart cities, aiming to reach a total of 100 climate neutral cities in the EU by 2030<sup>11</sup>;
  - C. whereas congestion costs the EU around EUR 270 billion a year<sup>12</sup>;
  - D. whereas city freight transport and logistics are essential to the functioning of urban economies;
  - E. whereas COVID-19 has exacerbated the challenges being faced by urban mobility systems, but has also served as a catalyst to make them more resilient, smarter, safer, more sustainable and accessible;
  - F. whereas every year around 22 700 people still lose their lives on the EU's roads and around 120 000 are seriously injured; whereas 38 % of road fatalities in the EU occur in urban areas, and vulnerable road users such as pedestrians and cyclists account for 70 % of deaths;
  - G. whereas the rules and requirements regarding active mobility, new forms of mobility and micro-mobility are still underdeveloped or vary between Member States;
  - H. whereas the number of accidents involving electric scooters and other new forms of urban mobility has increased over the past two years;
  - I. whereas consumer e-commerce deliveries grew by 25 % in 2020 as a consequence of the pandemic, and the increase in 'last-mile' deliveries is likely to persist<sup>13</sup>;
  - J. whereas urban accessibility plays a vital role in enabling groups with special needs, such as persons with disabilities and reduced mobility, the elderly or people accompanying children to fully exercise their right to mobility, study and work;

### ***Strengthening the urban mobility framework***

1. Points out that in order to meet its ambitious economic, environmental, digital, health and societal objectives, urban mobility in the EU needs to be guided by smart, competitive, more sustainable and multimodal transport solutions;
2. Stresses that all modes of transport have their role to play and that the modal shift cannot simply be imposed upon people but must be supported by people;
3. Calls for support for the use of zero- and low-carbon private mobility, complemented by efficient and affordable collective transport services and other modes of transport that bring various options to the market, in order to boost competition and thereby provide better and more valuable solutions for citizens;

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<sup>11</sup> [https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe\\_en](https://research-and-innovation.ec.europa.eu/funding/funding-opportunities/funding-programmes-and-open-calls/horizon-europe_en)

<sup>12</sup> European Court of Auditors' special report No 6/2020 on sustainable urban mobility in the EU.

<sup>13</sup> COM (2021)0811, chapter 2.6, paragraph 46.

4. Calls for better accessibility and connectivity between urban, peri-urban and rural areas and further calls for unhindered access to smart, sustainable and affordable transport to be guaranteed for all;
5. Calls on all the parties involved to adopt measures that could better ensure road safety, such as deploying means to detect safety-related events or conditions, and also by taking into account users from groups with special needs;
6. Affirms that urban transport should be more accessible; encourages the Commission, in this context, to propose guidelines regarding accessibility, safety and security for transport users and particularly for those from groups with special needs; highlights the key role artificial intelligence (AI) and digital solutions can play in this regard;
7. Stresses its concern at the shortcomings in the regulation of micro-mobility in many Member States, as it does not facilitate this type of transportation and poses risks for people's safety; invites the Commission, in this context, to collaborate with the Member States to draw up common road-safety guidelines and recommendations for micro-mobility such as speed limits, helmet requirements, or training; encourages the Member States to proceed with the adaptation of their national legislation and to launch information campaigns;
8. Calls further on the Commission to harmonise technical standards and requirements regarding types of micro-mobility transport;

#### ***Urban infrastructure and TEN-T urban nodes***

9. Highlights that urban infrastructure planning should contribute to a smart and sustainable transport transition, allowing for multimodality and ensuring quality of life in cities; recommends, in this regard, incorporating active mobility and micro-mobility, as well as underdeveloped sustainable transport modes, into sustainable urban mobility plans;
10. Encourages Member States and local authorities to join forces to promote and implement sustainable urban mobility plans, respecting the principle of subsidiarity;
11. Stresses that the TEN-T relies on intermodal urban mobility in order to facilitate the 'first and last mile' for both passengers and freight;
12. Welcomes the Commission's proposal for a reinforced approach to TEN-T urban nodes as being necessary to address missing links and poor connections that remain a major challenge; highlights, in particular, the need to reinforce seamless connectivity between rural, peri-urban and urban areas, with an interoperable infrastructure backbone of sustainable modes of transport, such as rail and inland waterways;
13. Considers that border cities should have the capacity to provide efficient and seamless cross-border daily transport while addressing missing links and bottlenecks, and ensuring better and more sustainable connectivity between European capitals and major cities; highlights, in this regard, that high-speed train services should be better deployed;
14. Stresses that urban mobility ambitions and targets require adequate, long-term

financing; calls, in this regard, for a mix of sufficient public, private and European funding and the swift implementation of the relevant existing EU programmes and projects; further calls for ambitious urban mobility financing beyond the 2021-2027 multiannual financial framework;

***The green and digital urban transport transitions***

15. Supports the integration of the freight dimension into sustainable urban mobility plans in order to accelerate sustainable urban logistics plans and low-emissions solutions to city freight transport, including rail and inland waterways, with the use of new distribution models, dynamic routing and multimodal connections;
16. Calls on the Member States to ensure the availability of recharging and alternative fuels refuelling infrastructure, pursuant to the alternative fuels infrastructure regulation; invites the Member States to collaborate with the Commission to create incentives for individuals and businesses to take up zero- and low-carbon modes of transport;
17. Highlights that AI and digitalisation improve efficiency, safety and affordability, and decrease greenhouse gas emissions;
18. Calls for the further development and implementation of ‘mobility as a service’ (MaaS) across Europe;
19. Stresses the importance of smart parking management, as it offers significant potential to reduce emissions, avoid congestion and save time; calls for the use of smart parking mobile apps to be enhanced in order to facilitate access to parking spaces and park-and-ride facilities, and to increase their availability and the range of payment methods;
20. Notes with concern that urban vehicle access regulations (UVARs) are leading to further fragmentation of the single European transport area, while also going against the principles of the single market; highlights in this regard the importance of smart solutions better informing drivers about their compliance with certain rules;
21. Urges the Commission and the Member States to develop a common European transport and mobility data space;
22. Urges the development of an appropriate legal and policy framework for the use of AI in smart mobility and transport;
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23. Instructs its President to forward this resolution to the Council and the Commission, and to the Member States and their parliaments.

## EXPLANATORY STATEMENT

### The Commission proposal

European towns and cities are the heart of the continent, being centres of economic, social and cultural activities. Given as examples of urban planning and organisation, European cities are leaders when it comes to quality of life, sustainability and innovation. However, urban development in Europe needs to be improved in order to respond to current challenges while respecting citizens' evolving demands.

After two years of constant social and economic uncertainty, Europe must remain resilient in the face of health and sanitary crisis, economic collapse, aggression and war. Besides the present environmental, economic and social consequences, cities should tackle major challenges such as transport connectivity, attractiveness and accessibility of the urban mobility systems, road safety and citizens' security.

Already in 2020, the European Commission published the Sustainable and Smart Mobility Strategy (SSMS), highlighting the importance for urban and inter-urban mobility to become smarter, cleaner and more sustainable. The proposal for New EU Urban Mobility Framework from December 2021 comes as a logical continuation of the priorities set in the SSMS and the Fit for 55 Package. The rapporteur fully supports the major objective of this initiative, e.g. to improve transport connectivity between European cities and to increase the efficiency of urban mobility for citizens, goods and deliveries, while contributing to EU Green House Gas reduction targets.

### Strengthening the Urban mobility framework

The rapporteur is convinced that the EU needs a common framework with measures and guidelines to strengthen and improve the quality of urban mobility systems across the Union while increasing the attractiveness of collective forms of transport and removing accessibility barriers for all. The EU must foster road safety in towns and cities and there should be no compromise with citizens' safety and security. The European Commission should work in close cooperation with Member States and local authorities in order to establish common and coherent recommendations and guidelines to improve the competitiveness, the safety and the efficiency of urban mobility in the EU, while respecting the principle of subsidiarity.

The COVID-19 pandemic and evolving users' demands, as well as the strong promotion of cleaner modes of individual transportation in combination with new technologies incentivised the interest in new forms of micromobility such as bikes, electric scooters, e-bikes, etc. These means of micro-transportation are very accessible and this is what made them a central element of the urban ecosystem of the majority of European cities. Nevertheless, it is important to underline that rules and requirements regarding active mobility, new forms of personal transport and micromobility are still varying in the different Member States.<sup>1</sup> The rapporteur invites in this regard the Commission to work in close collaboration with the Member States to establish common road safety guidelines and recommendations for

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<sup>1</sup>Laws and Policies on Electric Scooters in the European Union: A Ride to the Micromobility Directive? (Maciej M. Sokołowski. In: European Energy and Environmental Law Review, August 2020)  
<https://kluwerlawonline.com/api/Product/CitationPDFURL?file=Journals\EELR\EELR2020036.pdf>



micromobility including for instance speed limits, helmet requirements, or trainings. These recommendations would facilitate and help Member States to proceed with the adaptation of the existing legislation and to organise public campaigns for citizens to improve social attitudes and transport etiquette.

The rapporteur underlines the key role of the Sustainable Urban Mobility Plans (SUMPS) and strongly encourages Member States to guarantee barrier-free accessibility to urban transport services, taking into account road safety targets. Recognising EU efforts to adopt rules and laws for better accessibility of transport, the rapporteur encourages the Commission to propose a package of minimum standards regarding the accessibility, safety and security for transport users and mainly for users with special needs such as elderly persons, people accompanying children, people with disabilities and reduced mobility, etc. This package should include recommendations for the development of standards for vehicles, mobility systems and the quality of transport services and may propose guidelines related to artificial intelligence and digital technologies usage, the installation of video surveillance systems, SOS buttons, auditory signs, etc.

### **Urban infrastructure and TEN-T urban nodes**

The good functioning of the trans-European transport network (TEN-T) relies on cities as key connection points for both passengers and freight. Integrating urban nodes into TEN-T network is crucial in order to provide smooth and coordinated connectivity between urban, peri-urban and rural areas while deploying green transport solutions and guaranteeing proper connections with rail and inland waterways infrastructure. The need of inclusive and efficient link between urban and rural areas is strategic and a key condition to remove bottlenecks, missing links and congestion. European citizens living in peri-urban and rural areas are often dependent on private cars for their daily transportation, therefore a suitable infrastructure is necessary to reduce road accidents and traffic congestion. It is be crucial to improve and promote collective transport services to reduce pollution and create more incentives to use cleaner and sustainable forms of transport. Therefore, better equipped multimodal hubs that effectively connect various services such as rail, metro, bus, tram, shared mobility and bikes while proposing accessible public parking and recharging and refuelling points will be determinant factor.

Accordingly, the development of multimodal freight terminals will ensure faster and sustainable logistics. The rapporteur considers it important to develop logistic platforms in the urban areas connected to railways and inland waterways, while proposing alternative delivery solutions which remains fundamental for the smooth functioning of the TEN-T.

### **The green and digital transition of urban transport**

The Rapporteur encourages the Commission, Member States and Local Authorities to work together for the promotion and implementation of the Sustainable Urban Mobility Plans (SUMPS) and Sustainable Urban Logistic Plans (SULPs) in full respect of the principle of subsidiarity.

The Rapporteur highlights the importance of AFIR regulation and invites Member States in collaboration with the Commission to develop incentives for citizens and businesses to encourage the uptake of zero and low-carbon vehicles and transport modes.

The digitalisation and the new technologies' development will enable EU to build a smarter and innovative mobility system of the future. Artificial intelligence will help transport to become safer, more reliable and affordable while decreasing greenhouse gas emissions. Therefore Rapporteur is convinced that the digitalisation has a crucial and central role to play in improving mobility services for all users, but especially for persons with disabilities and reduced mobility, stressing that MaaS will be vital tool for multimodal hubs development.